

Prevention and Deterrence



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Awareness Level WMD Training

Lesson Administrative Page

Module: Prevention and Deterrence

Scope: This module provides individuals with definitions of terrorism and Weapons of Mass Destruction (WMD). Terrorist threat indicators, including suspicious persons and vehicles, along with potential terrorist targets are discussed. Also discussed is the concept RAIN: (R) Recognize, (A) Avoid, (I) Isolate, and (N) Notify.

Instruction Objective(s):

Terminal Learning Objective: At the conclusion of this module, the individual will define terrorism and WMD, list the indicators of potential terrorist acts, and list potential terrorist targets.

Enabling Learning Objective 1.1: Define terrorism and WMD

Enabling Learning Objective 1.2: List actions indicating potential terrorist activity

Enabling Learning Objective 1.3: List potential terrorist targets

Enabling Learning Objective 1.4: Define general precautions to protect oneself if a WMD incident is witnessed or discovered, and define the four elements of the RAIN concept

Practical Exercise: None

References:

- Office for Domestic Preparedness, Center for Domestic Preparedness. *Command and the WMD Response*. Anniston, AL: CDP, 2004.
- “Prevention and Deterrence: The Office for Domestic Preparedness Guidelines for Homeland Security.” June 2003. U.S. Department of Homeland Security. 16 Aug. 2004. <<http://www.ojp.usdoj.gov/odp/docs/ODPPrev1.pdf>>.
- U.S. Department of Transportation. *2000 Emergency Response Guidebook*. Chicago: LabelMaster, 2000.
- Sidell, Frederick R., et al. *Jane's Chem-Bio Handbook*. Alexandria, VA: Jane's Information Group, 2002.
- “Threats and Production.” U.S. Department of Homeland Security. 20 Aug. 2004. <<http://www.dhs.gov/dhspublic/firstGovSearch>>.



Duration: 1.0 hours (When this course is taught as Train the Trainer, the duration is extended to 2.0 hours in order to provide time to discuss teaching points thoroughly.)

Method of Instruction: Facilitated seminar format in a classroom environment

Instructor Ratio: 1:50 Students

Required Reading Assignment(s): None

Evaluation Strategy: End of course discussion



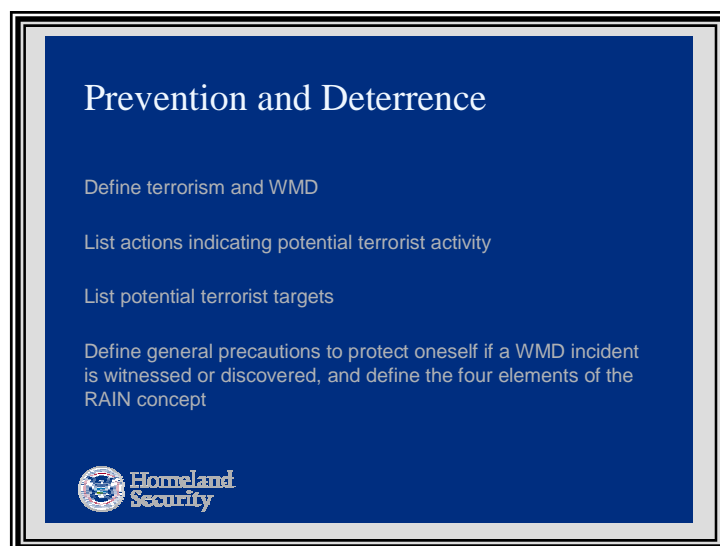
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Introduction

Terrorism directly threatens the foundations of America: her people, her democratic way of life, and her economic prosperity. Much of America's population live in densely populated urban areas, making cities conspicuous targets for terrorist WMD attacks.

Terrorism is defined under the Homeland Security Act of 2002, Public Law 107-295, 116 Statute 2135 (2002) as:

- Activities that involve an act dangerous to human life
- Or potential destruction of critical infrastructure or any key resource
- And that is a violation of the criminal laws of the United States, or any state or other subdivision of the United States in which it occurs
- And is intended to intimidate or coerce the civilian population
- Or influence a government
- Or affect a government by mass destruction, assassination, or kidnapping



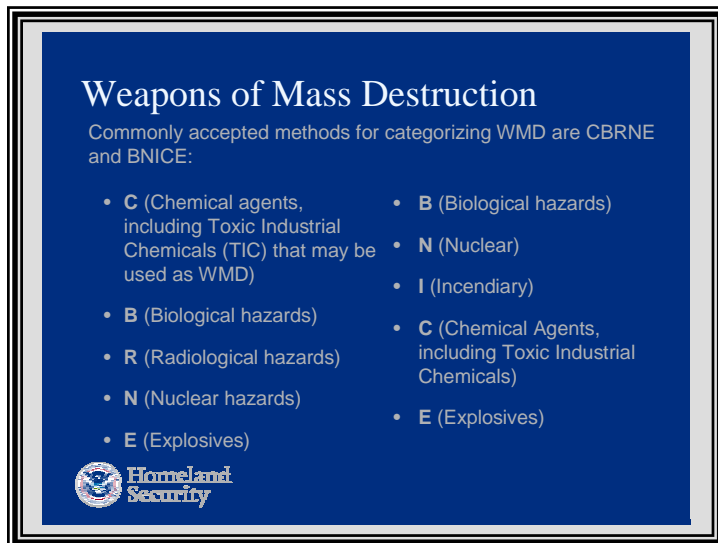


Weapons of Mass Destruction (WMD) are defined in Title 18, U.S.C. 2332a:

- Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device
- Any weapon that is designed or intended to cause death or serious bodily injury through

the release, dissemination, or impact of toxic or poisonous chemical or their precursors

- Any weapon involving a disease organism
- Any weapon that is designed to release radiation or radioactivity at a level dangerous to human life



A commonly accepted method for categorizing WMD is CBRNE: **C** (Chemical agents, including Toxic Industrial Chemicals (TIC) that may be used as WMD) **B** (Biological hazards) **R** (Radiological hazards) **N** (Nuclear hazards) **E** (Explosives).

Another acronym used is known as BNICE: **B** (Biological hazards) **N** (Nuclear) **I** (Incendiary) **C** (Chemical Agents, including Toxic Industrial Chemicals) **E** (Explosives).



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Factors of Threat

The threat of a terrorist WMD attack has increased due to an evolution of terrorist groups to decentralized, ad hoc organizations—making them harder to target and eliminate. Additionally, the new terrorist organizations have greater access to WMD materials and the technical expertise to weaponize them. Modern terrorists have military-style training and goals of creating mass casualties, not only by using a WMD, but also by manipulating other factors to make an attack more lethal. These other factors include:

- **Surprise**—Relative to time of attack. The element of surprise in a terrorist attack allows more reward to the terrorist. Few people have prior knowledge of the attack plans; even fewer people have knowledge of the dates and times when the attack will be executed. The shock value gained by the swiftness and suddenness of the attack bolsters the terrorist's image
- **Means of attack**—Limited only by the terrorist's imagination. The attack can range from releasing a chemical WMD, biological WMD, radiological WMD, or an improvised explosive device. According to federal authorities, the most likely scenario is an improvised explosive device
- **Target of the attack**—Targets can be individuals targeted for assassination, critical infrastructures (these are listed at the end of the module), and targets of symbolic value (the Statue of Liberty, the White House, the Golden Gate Bridge, etc.). The goal is mass casualties
- **Foreknowledge of the community response**—Terrorists will almost always conduct extensive surveillance, especially of exercises involving weapons of mass destruction. Terrorists will understand a community's capability to respond to any mass casualty incident through their surveillance of the community's responder resources, and they will plan accordingly
- **Significant dates**—Attacks have been related to other significant dates: the Alfred P. Murrah Federal Building on the anniversary of the Waco, Texas fire April 19th; the attacks of September 11th and the train attack in Madrid, Spain, March 11th



A community's ability to analyze and assess the terrorist WMD threat, and its vulnerability to that threat, is the first step in developing a contingency plan. Every community should have an emergency response plan to minimize the catastrophic impact of a terrorist WMD attack by addressing the complexities of such an attack.

Identifying terrorists is, more often than not, a complex and daunting challenge that requires dedicated intelligence resources coupled with a cooperative, concerned sense of community spirit. Government agencies must consider civil liberties and legal rights.

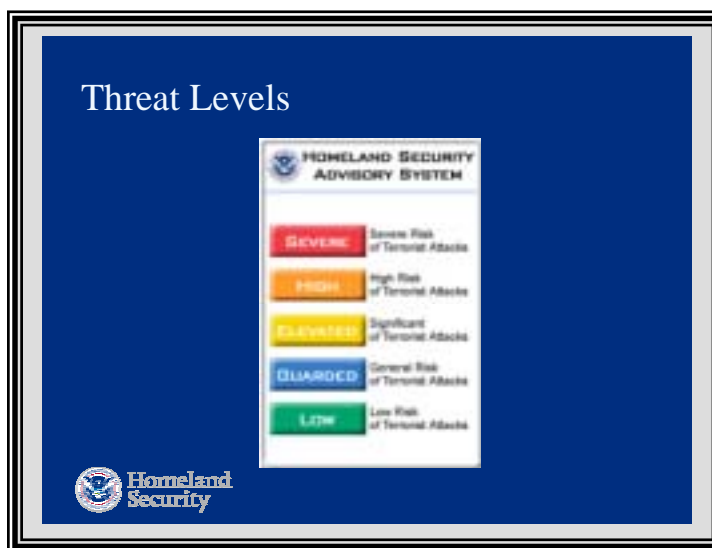
Certainly there are some who feel such contempt for America that they are demonstrative in their outward behavior, and, naturally, these people should be scrutinized; yet, one must consider the lone domestic terrorist who easily blends into society. Some domestic terrorist groups and individuals may fly the flag and celebrate the Fourth of July, while plotting an act of terrorism.

Indicators of anti-American sentiment can be found everywhere. Be alert not only to behaviors deviating from norms that may provide possible signs of terrorist character, but also to suspicious activity.

Threat Levels

The Department of Homeland Security Advisory System was created by a Presidential Directive in order to provide a "comprehensive and effective means to disseminate information regarding the risk of terrorist acts to federal, state, and local authorities and to the American people." It consists of five color coded threat levels. Risk includes both the probability of an attack occurring and its potential gravity. Low (green) is declared when there is a low risk of terrorist attacks. Guarded (blue) is declared when there is a

general risk of terrorist attacks. Elevated (yellow) is declared when there is a significant risk of terrorist attacks. High (orange) is declared when there is a high risk of terrorist attacks. Severe (red) reflects a severe risk of terrorist attacks. The different levels trigger specific actions by federal agencies and state and local governments as well as the level of security at some airports.

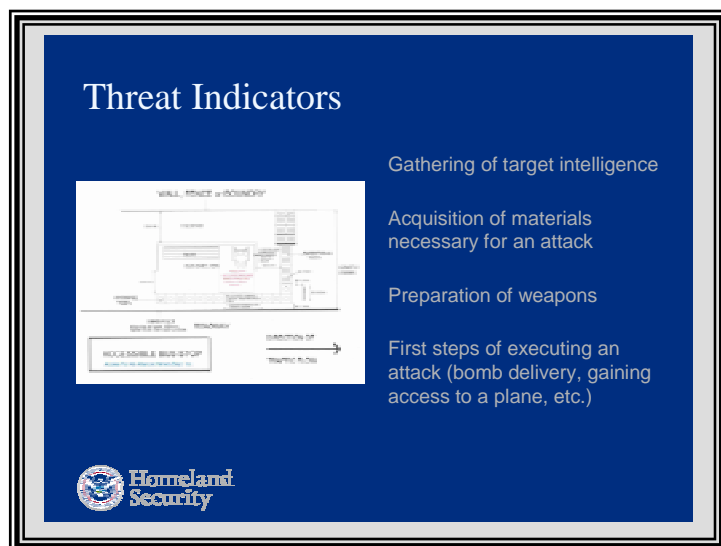


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Case Study:

August 1, 2004, DHS Secretary Tom Ridge raised the Threat Advisory level from yellow to orange in three financial services sectors in the Northeast United States. This action was taken in response to information gathered from a variety of intelligence sources, including members of al-Qaeda captured by U.S. forces in Afghanistan.

The intelligence gathered was specific, credible, and revealed a plan of terror that included suicide bombers and involved al-Qaeda operatives.

Threat Indicators

Threat indicators are observed behaviors, activities and/or items construed as terrorist planning efforts or impending attack:

- Gathering of target intelligence—Process of intelligence gathering precedes all terrorist operations. This often involves conducting reconnaissance visits or stationary surveillance of a target for weeks or even months. For example, an individual videotaping the outside of a water treatment plant or someone who sits at a bus stop and takes notes, but never boards a bus
- Acquisition of materials necessary for an attack—Responders and citizens should be aware of materials, supplies, and assets in their community that may have value to terrorist's applications. Many items used to construct and transport weapons of mass destruction are available in all communities. For example, persons buying large quantities of nitrogen-based fertilizer or someone purchasing pipe along with caps for each end of pipe
- Preparation of weapons—Citizens should be aware of threat indicators related to the preparation and delivery of terrorist weapons. For example, strong chemical smells coming from apartments or residences or large drums of materials being moved into or out of a residence or storage facility



- First steps of executing an attack (bomb delivery, gaining access to a plane, etc.)—Responsible persons should be aware of unusual activities around potential targets. For instance, individuals attempting to gain access to restricted areas, or vans or trucks left unattended in close proximity to a potential target

Case Study:

On February 26, 1993, at 12:18 p.m., the Manhattan Central Fire Alarm Office received a call via a street alarm box at the corner of West and Liberty Streets. At the same time, Engine Company 10, whose headquarters are across the street from the World Trade Center, called by radio and reported a possible transformer vault explosion on West Street near the World Trade Center (WTC).

Soon the calls were reporting a different condition, and intense smoke in the towers as far up as the 33rd floor within the first three minutes. The ceiling was reported collapsed in the train station located on the B4 level (4th level below grade) of the complex.

The blast was determined to be centered on the B2 level. It was so intense that it caused the collapse of the steel reinforced concrete floor to the floor below (B3 level), which in turn caused more collapses. Tons of debris piled onto the B6 level floor. A steel fire door that opens to the B2 level from a stairway from the B1 level was blown off its hinges, and embedded into a wall 35 feet away.

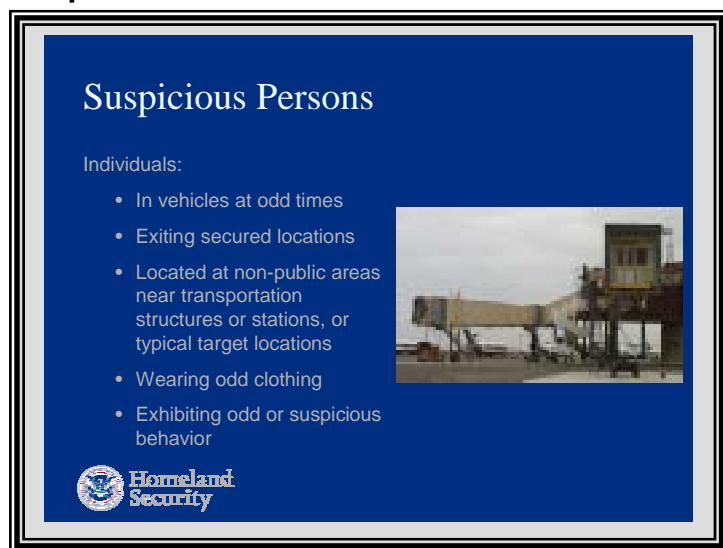
The blast appeared to be located at the point where it could do the most damage. It knocked out the power plant for the entire complex, which plunged over 50,000 people in the Twin Towers into darkness.

Casualties

- This explosion resulted in six deaths
- Over 1,000 victims were treated on scene
- There were 384 victims treated in area hospitals
- There were 105 firefighters injured; five admitted to hospitals
- There were multiple responder disciplines present at the incident




Awareness Level WMD Training

Suspicious Persons

Suspicious Persons

Individuals:

- In vehicles at odd times
- Exiting secured locations
- Located at non-public areas near transportation structures or stations, or typical target locations
- Wearing odd clothing
- Exhibiting odd or suspicious behavior



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Individuals:

- In vehicles, or using other means of conveyance, arriving and departing locations at odd times of the day or night
 - Suspiciously exiting a secured, non-public area near a train or a bus depot, airport, tunnel, bridge, government building, or tourist attraction
 - Who stay at bus or train stops for extended periods while buses and trains come and go
- Who don't fit into the surrounding environment because they are wearing improper attire for the location or season
 - Who exhibit suspicious behavior, such as staring or quickly looking away from individuals or vehicles as they enter or leave facilities or parking areas

Suspicious Vehicles

- Vehicles left unattended or abandoned, or that appear to be "out of place"
- Any vehicle suspected of doing mobile surveillance, such as automobiles carrying camera equipment, or vans with tinted windows near potential targets
- Vehicles with removable decals, or signage that has been painted over or altered
- Altered frames, such as cutouts in the body of the vehicle



Suspicious Vehicles

- Abandoned vehicles
- Possible mobile surveillance activity
- Unusual decals or altered signage
- Auto frame modifications



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Suspicious Actions/Objects

Suspicious Actions/Objects




- Suspicious packages or luggage
- Chemical fires, toxic odors
Unusual test explosions
- Illicit access to blueprints
- Parcels or packages left unattended
- Heavy mailed packages with excessive postage




- Suspicious packages, luggage, or mail abandoned in a crowded place such as an office building, airport, school or shopping center
- Chemical fires, toxic odors, or brightly colored stains in apartments, motel rooms, or self-storage units
- Unusual test explosions in rural or wooded areas

- Purchase of, or illicit access to, facility blueprints
- Parcels, packages or luggage left unattended
- Heavy mailed packages with excessive postage
- Unusual behavior, such as staring or quickly looking away from personnel or vehicles entering or leaving designated facilities or parking areas

Suspicious Actions/Objects (continued)



- Unusual behavior
- Increase in anonymous telephone or e-mail threats to facilities in conjunction with suspected surveillance incidents
- Questioning personnel
- Any unusual activity or circumstance in your neighborhood, community, or workplace



- Increase in anonymous telephone or e-mail threats to facilities in conjunction with suspected surveillance incidents
- Questioning of security or facility personnel
- Any unusual activity or circumstance in your neighborhood, community, or workplace



Awareness Level WMD Training

Potential Targets**Critical Infrastructure**

An assessment by a panel of experts during the Clinton administration found one of the greatest challenges for the United States government in the coming decade to be the effective protection of America's critical infrastructure. Specifically, the committee studied the security of the nation's telecommunications systems, electrical power grids, transportation systems, gas/oil delivery and storage systems, water purification and delivery mechanisms, banking and finance centers, fire/police/EMS/disaster systems, and other government services.



Also, the Critical Infrastructure Information Act of 2002 (CCI Act of 2002) provides for the protection of national infrastructure, and infrastructure information sharing between federal agencies, and between federal agencies and the private sector. The act creates a new framework that enables members of the private sector to voluntarily submit sensitive information regarding the nation's critical infrastructure to Homeland Security with the assurance that the information, if it satisfies the requirements of the CCI Act, will be protected from public disclosure.



- Telecommunications—Networks and systems that support the transmission and exchange of electronic communications among and between end-users (such as networked computers)



- Electrical Power—Generation stations, transmission, and distribution networks that create and supply electricity to end-users ensuring end-users achieve and maintain nominal functionality, including the transportation and storage of fuel essential to that system



- Gas and Oil Production, Storage, and Delivery—Holding facilities for natural gas; crude; refined petroleum; petroleum-derived fuels; the refining and processing facilities for these fuels; and the pipelines, ships, trucks, and rail systems that transport these commodities from their source to systems dependent upon gas and oil in one of their useful forms





- Banking and Finance—Retail and commercial organizations; investment institutions; exchange boards; trading houses; reserve systems; and associated operational organizations, government operations, and support entities involved in all manner of monetary transactions—including its storage for saving purposes, investment for income purposes, exchange for payment purposes, and disbursement in the form of loans and other financial instruments



- Transportation Systems—Aviation, rail, highway, and aquatic vehicles, conduits, and support systems by which people and goods are moved from a point-of-origin to a destination point in order to support and complete matters of commerce, government operations, and personal affairs



- Water Supply Systems—Sources of water, reservoirs and holding facilities, aqueducts and other transport systems, the filtration and cleaning systems, the pipelines, the cooling systems, and other delivery mechanisms that provide for domestic and industrial applications—including systems for dealing with wastewater and firefighting



- Emergency Services—Medical, police, fire and rescue systems, and personnel called upon when an individual or community is responding to a public health or safety incident where speed and efficiency are necessary



- Government Operations—Operations and services of governments at federal, state, and local levels critical to the functioning of the nation's systems (i.e., public health, safety, and welfare)

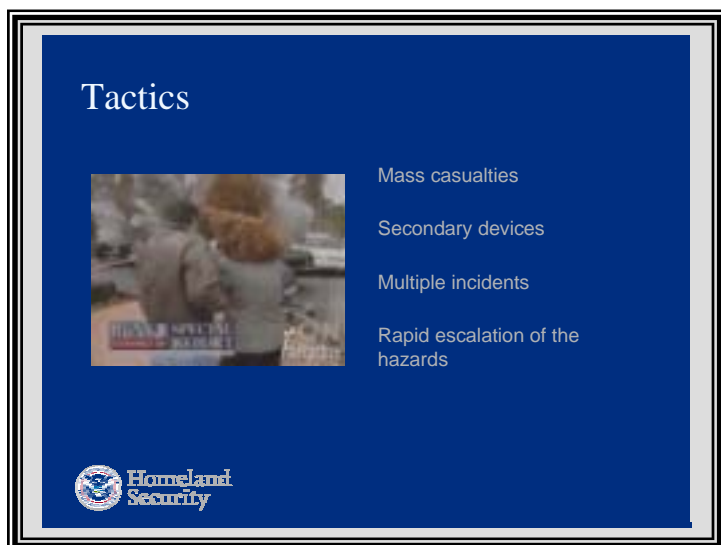
Other Potential Targets

- Schools
- Sports arenas
- Malls
- Concert halls
- High rise residences
- Office buildings
- Places of worship

These gatherings present terrorists with targets and the potential for causing many casualties.



Awareness Level WMD Training

Tactics

The sequential release of diverse threat warnings has fostered an attitude in many that the threat of the week is the greatest concern. It would seem that not many people remember the threat from only a few weeks past. Terrorists possess a wide range of tactics and an even greater range of targets. Terrorists will use the tactic that guarantees them the greatest impact with the least amount of risk to their operation.

- The goal is to inflict mass casualties or disrupt critical infrastructure
- Secondary devices, which are generally intended to injure or kill responders
- There may be multiple incidents
- There may be rapid escalation of the hazards

Immediate Actions

Individuals trained to the awareness level are not qualified or certified to perform ongoing operations or support at the scene of a WMD incident. The training provided in this course is designed to prepare individuals who, in the course of their everyday duties, “are likely to witness or discover a hazardous substance release...” (OSHA 1910.120.(q) (6) (i).)

Based on this information, the knowledge and skills stressed in this program are designed to prepare the individual to rapidly: **R**ecognize the potential hazard, **A**void becoming contaminated, **I**solate the area, and make appropriate **N**otifications. The concept of RAIN will be referred to throughout this course when considering response to a terrorist incident.



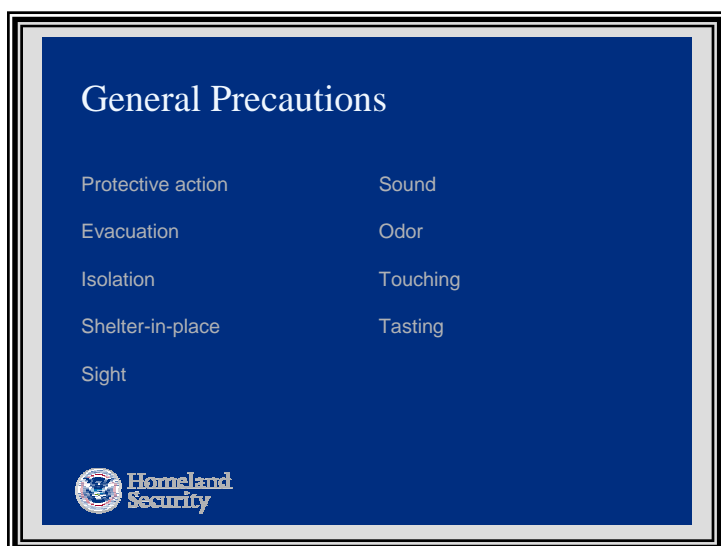
RAIN

Recognition, Avoidance, Isolation, and Notification (RAIN) is used by individuals to quickly gather and process information and to synthesize the information in order to facilitate life safety actions in a WMD incident.

- **Recognize the hazard/threat** (What do I see, hear, or smell?)
 - Rapid interpretation and mental processing of an event
- **Avoid the hazard/contamination/injury** (What do I stay away from?)
 - Actions to avoid liquids, powders, clouds, or vapors and out of sight of any potential improvised explosive device IED; “if you can see the bomb, the bomb can kill you”; get out and stay out until the all clear signal is given
 - The concept of time, distance, and shielding concerns: avoiding exposure time to the threat, putting distance between oneself and the threat, and protective equipment or barriers between oneself and the threat
- **Isolate the hazard area** (Whom do I protect?)
 - Action to isolate or reduce exposure to contamination or threat; attempt to remove myself from the contaminated zone, remove other people who may be in the contaminated zone, and to keep people from going into the contaminated zone
- **Notify the appropriate support** (Whom do I call?)
 - Action to notify your command authority, giving them as much information as possible about the incident



Awareness Level WMD Training

General Precautions Involved with Protecting Oneself at a WMD Incident

- *Protective action*—Actions taken to preserve health and safety in emergency situations
- *Evacuation*—Consistent with one's jurisdictional procedures and protocols, as soon as an individual determines they are in, or about to enter, a potential incident site, he/she should immediately begin to exit the site while communicating to others in the area to do the same. In most situations involving WMD or other

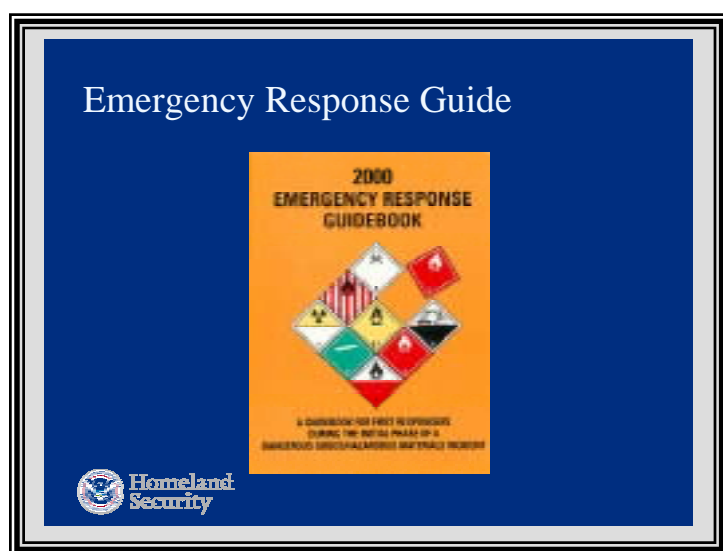
hazardous material, the individual should move upwind, uphill, and upstream from any incident site. (Recommended distances for evacuation can be found in the *Emergency Response Guidebook*)

- *Isolation*—Involves the prevention of everyone not directly involved in the emergency response operations from entering the affected area
- *Shelter-in-place*—If evacuation is not possible, or is not the most appropriate action to take; provide shelter-in-place protection. Shelter-in-place means people should seek shelter inside a building and remain inside until the danger passes. Shelter-in-place protection is used when an evacuation cannot be performed, and when evacuating the public would put them at greater risk. When sheltering-in-place, it is important to turn off ventilation systems and close all windows and doors, keeping in mind any potential secondary device
- *Sight*—Use these guides when using sense of sight to recognize the following indicators of hazardous materials: visible corrosion, chemical reactions, pooling liquids, condensation lines on pressure tanks, injured victims or casualties, dead animals or plants, fire, or vapor clouds. Multiple victims with the same signs and symptoms may indicate a potential WMD release (convulsions or spasms, difficulty breathing, large amounts of salivation, tearing, loss of bladder control, loss of bowel control, severe abdominal cramps, vomiting, and pinpointed pupils)
- *Sound*—Listening to the surroundings may also provide a clue as to the presence of a hazardous material. For example, a hissing sound may be an indication of pressure releases. Talk to victims or other people evacuating the area about what they saw, heard, or smelled



- *Odors*—The sense of smell may detect odors that are indicators of hazardous materials coming from fire, vapor clouds, or gas leaks. While smell is often a good indicator of the presence of a hazardous material, it can also be dangerous if the individual is too close or smells too much of the material. If close enough to smell a substance, there is a risk of inhalation and respiratory injury; leave the area immediately
- *Touching*—Do not touch any substance that has not been identified
- *Tasting*—Do not taste any substance that has not been identified

Emergency Response Guide



Throughout each module, the *Emergency Response Guidebook (ERG)* is referenced. The *ERG* is a guide to aid individuals in quickly identifying hazards of the material involved in an incident, and to protect themselves and the general public during the initial response phase of the incident arriving at the scene.

According to 29CFR 1910 (q)(6)(i)(E), “an understanding of the role of the first responder awareness individual in the employer’s emergency response plan including site security and control and the U.S.

Department of Transportation’s *Emergency Response Guidebook (ERG)*.”

The *ERG* is divided into four color-coded sections: yellow, blue, orange, and green.

1. The yellow bordered section is an index of dangerous materials in numerical order of ID number.
2. The blue bordered section is an index of dangerous materials in alphabetical order of material name.
3. The orange bordered section is the most important section in the guidebook. This section gives safety recommendations and emergency response information to protect oneself and the public in the event of a hazardous material release.



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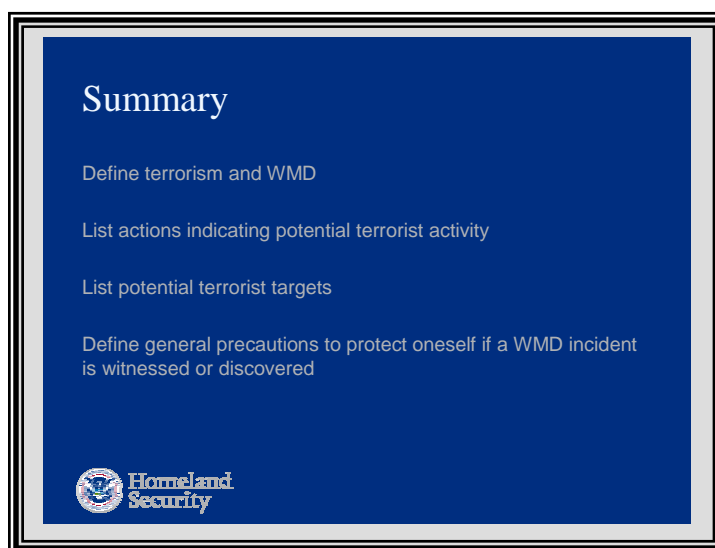
4. The green bordered section contains a list, by ID number, and provides recommended safety distances.

The *ERG* should not be considered as a substitute for emergency response training.

The *Emergency Response Guide* is useful as an additional reference guide for more thorough research and information.

Module Summary

This module was intended to impart a working knowledge of the definitions of terrorism and WMD. The material covered threat indicators, and potential terrorist targets. A common knowledge base of the general precautions to take at a WMD incident was also provided.



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